

# 7.0 Goals, Objectives and Policies

This chapter presents Goals, Objectives, and Policies (GOPs) for the 2025 Columbia County LRTP. It also contains the methodology and rationale used to develop the GOPs. The GOPs were developed so that the LRTP may adhere to all applicable state and federal legislation.

# 7.1 Background

GOPs are building block components of the long range planning process. They guide the development of the LRTP by providing a basis for evaluating Transportation Plan alternatives. Goals and Objectives reflect those intentions that the Plan is meant to achieve, while Policies or "evaluation criteria" are quantifiable means of measuring the Goals and Objectives.

Goals, Objectives, and Policies should be consistent with relevant federal, state, and local plans and legislation. Previously, GOPs had to be consistent with the "15 factors" contained in the Intermodal Surface Transportation Efficiency Act (ISTEA). With the passage of the Transportation Equity Act for the 21st Century (TEA-21), seven factors must now be considered when a Metropolitan Planning Organization (MPO) develops the LRTP. It is understood that all of Columbia County is not within an MPO service area. However, portions of Columbia County are contained in the Augusta Richmond MPO service area making it appropriate, though not required, to employ these more rigorous planning standards. Specifically, the LRTP must be designed to:

- 1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- 2. Increase the safety and security of the transportation system for motorized and non-motorized users;
- 3. Increase the accessibility options available to people and freight;
- 4. Protect and enhance the environment, promote energy conservation, and improve quality of life;
- 5. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- 6. Promote efficient system management and operation; and
- 7. Emphasize the preservation of the existing transportation system.

# 7.2 Methodology

The GOPs were developed based on a review of relevant planning documents including the Columbia County 2020 Growth Management Plan, the Augusta-Richmond Transportation Study (ARTS), the Georgia Department of Transportation Statewide Transportation Plan, and the ARTS Bicycle and Pedestrian Plan. Additionally, through



input obtained at various public workshops, development of the GOPs was also tailored to reflect the vision of Columbia County residents and business owners.

Table 7.2, excerpted from the "TEA-21 Users Guide," shows how LRTP policies and Transportation Improvement Program (TIP) evaluation criteria are related. There can be different ways of evaluating projects for the same TEA-21 planning factors, depending on whether systems or individual projects are being evaluated.

Table 7.2
Applying the TEA-21 Planning Factors

	Long Dongs Duringt Cologtion								
Factor		Long Range Considerations	Project Selection Criteria	Sample Projects					
1.	Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency	Intermodal facilities     Rail and port access     Public/private     partnerships     Land use policies     Economic     development     Energy consumption	Community integration     Long-term, meaningful employment opportunities     Accessibility     Modal connectivity     Infrastructure impacts	Demand management     System preservation     Planned community development     Transit-oriented design					
2.	Increase the safety and security of the transportation system for motorized and non-motorized users	<ul><li>Community access</li><li>Transit usage</li><li>Social equity</li><li>System upgrades</li></ul>	<ul> <li>Benefits across modes</li> <li>Community integration/impact</li> <li>Human safety</li> </ul>	Transit facility improvements Traffic calming Dedicated right-ofway for different modes					
3.	Increase the accessibility and mobility options available to people and for freight	<ul> <li>Multimodal considerations</li> <li>Transit accessibility and level of service</li> </ul>	<ul> <li>Prevention of bottlenecks</li> <li>Segmentation prevented</li> <li>Intermodal connectivity</li> <li>Community-based economic development</li> </ul>	<ul> <li>System maintenance</li> <li>Intermodal facilities</li> <li>Planned         Communities     </li> <li>Mixed use zoning</li> <li>Transit-oriented development</li> <li>Land use controls</li> </ul>					
4.	Protect and enhance the environment, promote energy conservation, and improve quality of life	<ul> <li>Air and water quality</li> <li>Energy consumption</li> <li>Livability of communitiessocial cohesion, physical connection, urban design, and potential for growth</li> </ul>	<ul> <li>Environmental impact</li> <li>Emissions reductions</li> <li>Waterway preservation</li> <li>Preservation and conservation of resources</li> </ul>	<ul> <li>Demand management</li> <li>Scenic and historic preservation</li> <li>Planned community development</li> <li>Transit services</li> <li>Transit-oriented development</li> </ul>					



		Long Range	Project Selection		
Factor		Considerations	Criteria	Sample Projects	
5.	Enhance the integration and connectivity of the transportation system, across and between modes, for	<ul> <li>Intermodal transfer facilities</li> <li>Rail and port access roads</li> <li>Container policies</li> <li>Freight</li> </ul>	<ul> <li>Intermodal connectivity</li> <li>Accessibility for people and freight</li> <li>Congestion relief and improved safety</li> </ul>	<ul> <li>Intermodal facilities</li> <li>Rail extension to ports</li> <li>Transit or highway access to ports</li> <li>Modal coordination</li> </ul>	
6.	Promote efficient system management and operation	<ul> <li>policies/needs</li> <li>Life cycle costs</li> <li>Development of intermodal congestion strategies</li> <li>Deferral of capacity increases</li> </ul>	<ul> <li>Use of existing system</li> <li>Congestion impacts</li> <li>Community and natural impacts</li> <li>Maintenance of existing facilities</li> </ul>	with social services  • Traffic, incident and congestion management programs	
7.	Emphasize the preservation of the existing transportation system	<ul> <li>Maintenance priorities</li> <li>Demand reduction strategies</li> <li>Reasonable growth assumptions</li> <li>Alternative modes</li> </ul>	<ul> <li>Maintenance vs. new capacity</li> <li>Reallocates use among modes</li> <li>Reflects planning strategies</li> </ul>	<ul> <li>Management System development</li> <li>Maintenance of roads, bridges, highways, rail</li> <li>Traffic calming</li> <li>Take-a-lane HOV</li> <li>Enhancement of alternative modes</li> </ul>	

Source: TEA-21 Users Guide

# 7.3 Consistency with Other Planning Documents

In addition to TEA-21, the GOPs should also be consistent with other state and local plans, such as local comprehensive plans and regional policy plans. In this way, the GOP's of the Long Range Transportation Plan support the planning efforts of local governments and agencies. In particular, emphasis was placed on Columbia County's Vision for the Future outlined in the Columbia County Growth Management Plan.

"In the year 2020, Columbia County will be a blend of premier communities in which to invest, live, work, and raise a family. It will be a place where residents enjoy a rich quality of life based on self renewal to achieve the highest level of education, an appropriate range of housing options, first-rate shopping and entertainment, progressive employment opportunities, abundant natural resources, and state-of-the-art community facilities and recreational amenities. All of these elements will be organized within a rational framework of development nodes linked by innovative transit and a comprehensive system of well maintained streets, sidewalks, bikeways and multi-use trails."

<sup>&</sup>lt;sup>1</sup> Columbia County Growth Management Plan 2020



The GOPs developed as part of this study will support the vision for Columbia County established in the Growth Management Plan.

# 7.3.1 Columbia County Growth Management Plan

"The Columbia County Growth Management Plan communicates a vision for the future based on a strategy of focused growth in clearly identified development nodes located throughout the County. By actively concentrating future development in pre-selected strategic locations, the intent is to create a series of community centers where inevitable growth is managed at a human xale and where new development is encouraged to integrate living, working, shopping and playing in close proximity to one another. While this approach is fundamentally pro-growth in nature, it seeks to preserve the existing rural character prevalent in the western half of the County, to protect valuable natural resources, and to enhance the quality of life in this thriving community. Furthermore, this strategy of directed development strives to maximize the efficient and economical provision of county services and community facilities by coordination development efforts with service areas."

"It is acknowledged that opportunities for successfully implementing this strategy are greatest in the underdeveloped areas of the county where the existing "clean slate" minimizes obstacles to integrated land uses within a comprehensive system of vehicular and pedestrian circulation. However, within the urbanized areas of the county, particularly Martinez-Evans, this strategy is equally valid as a means to mitigate the negative impact of unchecked commercial development along established major corridors by focusing on urban design initiatives that would enhance the public environment, link established uses, and protect diminishing open space."

Goals from the Columbia County Growth Management Plan are documented below. The long-range transportation planning effort will recognize Goals and Objectives from all elements of the Growth Management Plan with particular emphasis placed on transportation goals and objectives.

### Growth Management

- Improve communication and coordination between County Departments;
- Future land use = long range plan = social and economic well-being; and,
- Increased citizen involvement.

### Housing

- Preserve established neighborhoods;
- Protect residential areas from land with incompatible uses or bad environment;
- Encourage varied living areas/housing types within residential densities;
- Integrate multi-family and single-family development together into a community;

<sup>&</sup>lt;sup>2</sup> Columbia County Growth Management Plan 2020



- Maintain high standards for residential communities through site design; and,
- Address the housing needs of an aging population.

# Economic Development

- Economic development through "Team" concept;
- Use clean, high-tech industry development to strengthen economic base;
- Create opportunities for tourism;
- Plan commercial areas for large retail, neighborhood retail, office parks, and small office areas near existing or planned infrastructure;
- Ensure compatibility between commercial and residential development;
- Attract highly-skilled / professional-level employment to the area; and,
- Plan for telecommuting live-work arrangements and home-based offices/stores.

#### Historic Resources

- Preserve historic structures and tree-lined streets; and,
- Protect unique culture and historical resources of the County.

### Natural Resources

- Protect and enhance Clarks Hill Lake:
- Restrict development in areas of sensitive soils;
- Use land development regulations to control storm water, soil erosion and sedimentation:
- Increase monitoring and regulations to protect water, air, and soil resources;
- Do not allow unsuitable development in flood prone and wetland areas use these instead for recreation or other such uses:
- Protect scenic corridors; and,
- Protect and enhance natural vegetation.

### **Transportation**

- Develop a comprehensive transportation system to incorporate existing and futures land use patterns;
- Develop functional road classification system, including number of lanes, use and capacity, to provide guidelines for future right-of-way and land use decisions;
- Coordinate transportation and land development plans to ensure roadway improvements are completed prior or concurrently with development;
- Increase mobility for pedestrians and bicyclists; and,
- Provide better access to the Savannah River for pedestrians and bicyclists.

#### Community Facilities and Services

- Locate facilities to be compatible with Growth Management Plan, and according to need based on population density, accessibility and land use compatibility;
- Give high priority and allocate resources to public facilities and services;



- Connect greenways along creek basins, with access to Clarks Hill Lake and Savannah River, with the requirement of public access;
- Address the needs of an aging population;
- Encourage village-like settings, and discourage urban sprawl by appropriately expanding water and sewer lines;
- Supplement existing capital facilities in urban areas to accommodate growth;
- Make the Greenway Plan and integral part of the County's Land Use Plan; and,
- Evaluate options for expansion of Baker Place Landfill.

#### Land Use

- Use a hierarchical nodal development plan to identify locations and timing of development;
- Promote pedestrian friendly mixed-use type development nodes;
- Control urban sprawl by guiding development between nodes and along roads; and,
- Keep an aesthetically pleasing environment, and maintain compatibility between commercial and residential land uses.

# 7.3.2 Augusta Regional Transportation Study (ARTS) 2015 Long Range Transportation Plan

The Goals and Objectives established for the ARTS 2015 LRTP correspond to the sixteen planning factors identified in the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. TEI understands that ARTS is in the process of updating this Plan; however, at the initiation of the Columbia County study the 2015 LRTP was the current adopted document.

- 1. Preservation of existing transportation facilities and, where practical, ways to meet transportation needs by using existing facilities more efficiently (including an analysis of existing conditions of travel, transportation facilities, vehicle fuel consumption, and systems management).
- 2. Consistency of transportation planning with applicable Federal, State, and local energy conservation program, goals, and objectives.
- 3. The need to relieve congestion and prevent congestion from occurring where it does not yet occur including:
  - (i) The consideration of congestion management strategies or actions which improve the mobility of people and goods in all phases of the planning process; and



- (ii) In Transportation Management Areas (TMAs), a phased in congestion management system that provides for effective management of new and existing transportation facilities through the use of travel demand reduction and operation management strategies (e.g., various elements of ITS) shall be developed in accordance with Sec. 450.120.
- 4. The likely event of transportation policy decisions on land use and development and the consistency of transportation plans and programs with the provisions of all applicable short and long-term land use and development plans (the analysis should include projections of metropolitan planning area economic, demographic, environmental protection, and land use activities consistent with metropolitan development goals, and projections of potential transportation demands based on the interrelated activity in the areas).
- 5. Programming of expenditures for transportation enhancement activities as required under 23 USC 133.
- 6. The effects of all transportation projects to be undertaken within the metropolitan planning area, without regard to the source of funding (the analysis shall consider the effectiveness, cost effectiveness, and financing of alternative investments in meeting transportation demand and supporting the overall efficiency and effectiveness of transportation system performance.
- 7. International border crossings and access to ports, airports intermodal transportation facilities, major freight distribution routes, national parks, recreation areas, monuments and historical sites, and military installations (supporting technical efforts should provide an analysis of goods and services movement problem areas, as determined in cooperation with appropriate private sector involvement, including, but not limited to addressing interconnected transportation access and service needs of intermodal facilities).
- 8. Connectivity for roads within metropolitan planning areas with roads outside of those areas.
- 9. Transportation needs identified through the use of the management systems required under 23 USC 303 (each management system will identify prioritized facility needs, policies, and strategies that will be analyzed during the development of the transportation plan, including its financial component, for possible inclusion in the metropolitan and statewide plans and Transportation Improvement Programs (TIPs).
- 10. Preservation of rights-of-way for construction of future transportation projects, including future transportation corridors.



- 11. Enhancement of the efficient movement of freight.
- 12. The use of life-cycle costs in the design and engineering of bridges, tunnels, or pavement (operation and maintenance costs must be considered in analyzing transportation alternatives).
- 13. The overall social, economic, energy, and environmental effects of transportation decisions (the analysis shall give consideration to the effects and impact of the plan on the natural and man made environment, be based on adequate consultation with appropriate resource and permit agencies to ensure early and continued coordination with environmental resource protection and management plans, and shall place appropriate emphasis on consideration of transportation-related air quality problems in support of the requirements of 23 USC 109(h), and sections 5(h)(2) and 14 of the Federal Transit Act (49 USC 1604(h)(2) and 1610), and section 174(b) of the Clean Air Act (42 USC 7504 (b)).
- 14. Expansion, enhancement, and increased use of transit services.
- 15. Capital investments that would result in increased security in transit systems.
- 16. Recreational Travel and Tourism.

# 7.3.3 ARTS Regional Bicycle and Pedestrian Plan

ARTS recently completed development of a Regional Bicycle and Pedestrian Plan. Goals and Objectives were established to guide future development of the bicycle and pedestrian network. Additionally, evaluation criteria were identified to assist with developing and prioritizing bicycle and pedestrian improvements. As appropriate these Goals, Objectives and Policies were incorporated into the Columbia County LRTP.

Goal One: Provide a bicycle and pedestrian transportation network to serve local,

community, and regional needs.

Goal Two: Promote the viability of walking and biking as a safe and healthy

transportation option throughout the region for potential users.

Goal Three: Identify appropriate and adequate funding for the development and

maintenance of regional and local bicycle and pedestrian systems.

## Evaluation Criteria

The following evaluation criteria were developed to support the Goals of the Bicycle and Pedestrian Plan.



#### Tier One:

- Inter-jurisdictional connectivity;
- Accessibility to and within activity centers;
- Accessibility to and within traffic generators; and,
- Provides gap closure.

#### Tier Two:

- Accessibility to transit facilities;
- Lack of existing facility;
- Included within a local, state or federal plan; and,
- Adjacency to high traffic volumes.

### Tier Three

- Roadway profile issues;
- Right-of-way or construction easement needs; and,
- Number of accidents.

# 7.4 Year 2025 Goals, Objectives and Policies (GOPs)

Using existing plans, meetings with the County and GDOT staff and input received from the general public the following Goals, Objectives and Policies (GOPs) were established to guide the transportation decision making process for Columbia County.

- GOAL 1.0 Establish an integrated multi-modal transportation system consistent with the future transportation needs of the residents, visitors and businesses of Columbia County.
  - Objective 1.1 The Columbia County Long Range Transportation Plan shall be reviewed annually in conjunction with the annual project priority listing to evaluate the impact of any changes in the future land use element of the local government comprehensive plans, approved during the previous year, on the overall transportation system.
    - Policy 1.1.1 Additional consideration shall be given to improvements that are included in the 2025 Needs Assessment.
    - Policy 1.1.2 Additional consideration shall be given to improvements that specifically further the goals of relevant comprehensive plan(s).



# Objective 1.2 Consider the overall social, land use compatibility, economic, energy, and environmental effects of transportation decisions in the development of the Long Range Transportation Plan.

- Policy 1.2.1 Additional consideration shall be given to transportation system alternatives that result in overall lower emissions, enhanced energy conservation, and noise reduction.
- Policy 1.2.2 Additional consideration shall be given to transportation system alternatives that result in the lowest degree of disruption of environmentally sensitive lands.
- Policy 1.2.3 Additional consideration shall be given to transportation system alternatives that result in the lowest degree of disruption and enhanced connections between existing neighborhoods, and that are otherwise compatible with existing land use patterns.
- Policy 1.2.4 Additional consideration shall be given to transportation projects that support community based activities.
- Policy 1.2.5 Encourage that a 'livable streets' philosophy be developed and applied on all new roadway construction and reconstruction projects within the urban areas of the County.
- Policy 1.2.6 Recognize that in certain instances, it is in the community interest to accept a reduced level of service standard along certain roadway segments or for certain periods of time in order to maintain a "livable" community environment.
- Objective 1.3 Existing and future roadway deficiencies, based on level of service standards established by GDOT, shall be mitigated through a continuous roadway or transportation system improvement program.
  - Policy 1.3.1 Additional consideration shall be given to transportation system alternatives that result in overall lower volume to capacity (V/C) ratios.
  - Policy 1.3.2 Additional consideration shall be given to improvements that act as level of service (LOS) relief corridors to Washington Road.



- Policy 1.3.3 Additional consideration shall be given to improving east/west mobility through the community.
- Objective 1.4 In coordination with the County and municipalities, develop a cooperative program to maintain existing transportation facilities in the County.
- Objective 1.5 Maximize the use of existing transportation facilities through the use of Transportation System Management (TSM), Transportation Demand Management (TDM), and Access Management strategies.
  - Policy 1.5.1 Additional consideration shall be given to transportation system alternatives that include TSM/TDM and access management.
  - Policy 1.5.2 Additional consideration shall be given to intelligent transportation system (ITS) solutions to congestion with a particular emphasis on incident management.
  - Policy 1.5.3 Access management strategies shall be considered along congested corridors prior to recommending capacity enhancements.
- Objective 1.6 Encourage local governments to develop a Transportation Corridor Management Plan (Right-of-Way or Thoroughfare Plan Map) based on local government comprehensive land use plans and the Long Range Transportation Plan.
  - Policy 1.6.1 Additional consideration shall be given to improvements, projects and actions that provide for protection and advance acquisition of future right-of-way needs for the Transportation Plan.
- Objective 1.7 Update the Long Range Transportation Plan a minimum of every five years to evaluate and provide for future needed transportation system links between Columbia County and other urban areas.
  - Policy 1.7.1 Review the socio-economic data used to develop the LRTP in coordination with local land use amendments.
- Objective 1.8 Incorporate the opportunities for transportation activities as part of new construction, reconstruction of existing facilities, and maintenance.



- Policy 1.8.1 Additional consideration shall be given to projects that are continuations of or provide connectivity between existing, ongoing, or planned, transportation projects.
- Objective 1.9 Landscape transportation rights-of-way with native Georgia and/or "low-impact" vegetation on shoulders and medians, in order to conserve water, reduce pesticide use, conserve energy, and reduce costs by minimizing maintenance requirements.
- Objective 1.10 Identify intermodal roadway linkages between major travel destinations such as airports and population concentrations that are operating, or will operate, below acceptable minimum levels of service and develop transportation and land use strategies to overcome these conditions.
  - Policy 1.10.1 Additional consideration shall be given to improvements that are on or provide access enhancements to the National Highway System.
- Objective 1.11 The Long Range Transportation Plan will consider Federal, state and local energy conservation programs, goals, and objectives that may be incorporated into the plan.
- Objective 1.12 All transportation engineering studies and designs shall consider life cycle costs of capital investments.
- GOAL 2.0 Provide for the mobility needs of the citizens of Columbia County without access to automobiles.
  - Objective 2.1 Develop and review annually the Transit Development Plan (TDP) and Transportation Disadvantaged Service Plan (TDSP) to provide transportation for public transit and Paratransit.
    - Policy 2.1.1 Additional consideration shall be given to transportation system alternatives that allocate resources for transit and/or paratransit.
- GOAL 3.0 Develop a bicycle and pedestrian transportation system that provides access to all major public and private facilities.
  - Objective 3.1 The County shall consider periodic updates to the Columbia County portions of the ARTS Bicycle & Pedestrian Plan.



Policy 3.1.1 Additional consideration shall be given to transportation system alternatives in which resources are allocated for bicycle/pedestrian improvements.

# Objective 3.2 The County shall encourage each local government to implement the recommendations of the ARTS Bicycle and Pedestrian Plan.

- Policy 3.2.1 As part of the planning and design phase of all road improvement projects each project shall be evaluated for the feasibility of bicycle and pedestrian facility opportunities.
- Policy 3.2.2 Any bicycle and sidewalk improvements should be planned so to interconnect with existing facilities.
- Policy 3.2.3 As new development is reviewed and permitted bicyclists and pedestrians should be considered to determine the need for improvement or connectivity.
- Policy 3.2.4 Bicycle and pedestrian improvements shall be prioritized based on the ARTS Bicycle and Pedestrian Plan and one mile buffers around key land uses such as schools, libraries, and activity centers.
- Objective 3.3 The County is an excellent candidate for Impact Fees, due to the desirability, quality of life and high growth corridors with a large number of subdivisions planned. Impact fees for transportation improvements should be explored, including sidewalks, multi-use trails and access management.
  - Policy 3.3.1 Recent amendments to the Redevelopment Powers Law make it easier to use Tax Allocation Districts (TAD) in Georgia to build infrastructure to enable higher density, compact development in under-utilized areas. The County should consider researching the use of TAD's, especially for the Martinez Redevelopment Area and other activity centers.

## GOAL 4.0 Provide a transportation system that is safe for users of any mode.

## Objective 4.1 Reduce transportation related accidents, injuries, and deaths.

Policy 4.1.1 Additional consideration shall be given to transportation system alternatives that result in fewer projected incidents and fatalities.



- Objective 4.2 The County shall encourage each member unit of government (with responsibility) to properly maintain the various types of transportation facilities including streets, sidewalks, trails, and other modes.
  - Policy 4.2.1 Additional consideration shall be given to transportation improvement projects where existing pavement conditions warrant improvement.

# Objective 4.3 Focus on high accident areas for transportation improvements.

Policy 4.3.1 Each spring, the County shall review the evaluation criteria used to prioritize local transportation improvement projects, to identify areas of high accident/injury history, and shall support all efforts to eliminate or reduce any known hazard.

Table 7.4 shows whether the Year 2025 Goals and Objectives address the Federal guidelines as describe in the TEA-21 factors.



# Table 7.4 LRTP Goals and Objectives Compared to TEA-21 Planning Factors

LRTP	TEI-21 Planning Factors								
Objective Number	Economic	Safety	Accessibility	Environment	Intermodalism	Efficiency	Preservation		
1.1						✓	✓		
1.2	✓			✓					
1.3			✓			✓	✓		
1.4							✓		
1.5	✓					✓	✓		
1.6	<b>√</b>						✓		
1.7			✓						
1.8			✓				✓		
1.9				✓		✓			
1.10	✓		✓		✓				
1.11	✓		✓		✓				
1.12	<b>√</b>					✓			
2.1			✓			✓			
3.1			✓		✓				
3.2			✓		✓				
4.1		<b>√</b>							
4.2		<b>√</b>			✓				
4.3		<b>√</b>	ed in their antiraty of			✓			

Note: The seven Planning Factors are listed in their entirety on pages 70-71.

The GOPs were determined to be consistent with the needs and vision for Columbia County, based on input from the Georgia Department of Transportation, Columbia County and the public. The new Year 2025 GOPs adhere to the TEA-21 planning factors and can be used to rank or choose among individual projects. They can also be used with the ARTS Regional Travel Demand Model to choose among transportation system alternatives.